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AUTHOR Turner, Trevor; Persaud, Ganga
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ABSTRACT

This case study reports results of research on the extent of nonformal education in Guyana; comparison of commitment in private and public enterprises; and financial support, program organization and management, learners' background and objectives, content and methodology, and evaluation strategy. The first two chapters describe the study's conceptual framework and research strategy that included interviewing nonformal educational organizers in key industries in public and private sectors. Chapters 3-16 analyze 14 institutions and agencies that conduct nonformal education. These include Kuru-Kuru Cooperative College; Critchlow Labour College; Department of Extra-Mural Studies, University of Guyana; Adult Education Association in Guyana; Bladen Hall Multilateral Secondary School; Beterverwagting Community High School; Anna Regina Community High School; Worker Education Coordinating Centre; Agricultural Extension Services; Linden Training Schemes; Linden Evening Institute; Banks DIH; Guyana Sugar Corporation; and Guyana National Engineering Corporation. Each analysis provides this information on the nonformal education program: location and general goals, budgetary support, organization and structure, learning problems and specific goals, content and method, and evaluation. Chapter 17 presents general conclusions. (An introduction in English, French, and Spanish lists characteristics common to all nonformal education programs.) (YLB)

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EDUCATIONAL ADMINISTRATION AND MANAGEMENT

STUDIES ON CO-ORDINATED DEVELOPMENT OF FORMAL AND NON-FORMAL EDUCATION

1. NON-FORMAL EDUCATION IN GUYANA

By

Trevor Turner and
Ganga Persaud

Messrs Trevor Turner and Ganga Persaud are respectively president and member of the Caribbean Society of Educational Administrators, Kingston, Jamaica

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FOREWORD

Unesco's General Conference at its 19th session (Nairobi, Kenya, 1976) resolved that the Secretariat give particular attention to "gathering and disseminating information about new educational policies for the renewal of educational systems, adapted to specific needs on the basis of particular social, economic and cultural situations and aimed at promoting democratization of the systems within the framework of life-long education" (Programme Resolution 1.111).

In line with this mandate the Division of Educational Policy and Planning began in 1977 reproducing selected technical papers and distributing them as a series under the general title: "Reports, Studies ...". The aim of this series is to stimulate reflection and discussion on current issues confronting educational policy-makers, planners, administrators and school architects. Distribution is limited to Unesco officials at Headquarters and in the field, as well as interested technical personnel in governmental and private institutions. It is hoped that this series will promote and serve as a vehicle for increasing communication between individuals and institutions concerned with policy and planning aspects of education.

The "Reports, Studies ..." series consists of two sub-series :
(i) papers with a subject orientation (numbered S.1, S.2, etc.) and
(ii) papers focusing on a given country (numbered C.1, C.2, etc.).
Subject papers deal with such topics as educational policies and legislation, planning and management techniques, planning and design of educational space and facilities, the relationship of education to productive work and employment, inter-country cooperation, the role of education in respect of the New International Economic Order, etc. Country papers are either brief profiles of the educational system of a particular country (mainly the LDCs) or treat a specific reform or aspect of the country's educational system.

Some of the papers reproduced in the series are "desk studies" based on information available within Unesco, others were originally prepared as background or discussion papers for a meeting or seminar, while still others are personal position papers representing part of a continuous dialogue within the Unesco Secretariat.

Papers are selected for the series on the basis of their topical interest. Readers should bear in mind that many, if not most, of the papers are working documents, unedited and not intended for public distribution. Some of the authors have written in a language other than their mother tongue, which explains certain linguistic deficiencies. It must also be stressed that the papers present the ideas of their respective author and do not necessarily reflect the policies of Unesco.

The Division of Educational Policy and Planning welcomes comments and suggestions concerning the series and invites readers to make known their reactions to particular ideas presented or to entire papers. In certain cases it may be possible to reproduce such comments and reactions in a subsequent issue of the series. For the convenience of readers who may wish to contact the author of a paper, the current contact address is given whenever possible.

AVANT PROPOS

La Conférence Générale de l'Unesco, lors de sa 19e session (Nairobi, Kenya, 1976) a décidé que "la collecte et la dissémination de l'information sur les nouvelles politiques d'éducation pour le renouvellement et la réforme des systèmes d'éducation adaptés aux besoins spécifiques basés sur des situations sociales, économiques et culturelles particulières et qui ont comme objectif la démocratisation des systèmes dans le cadre de l'éducation permanente" (Résolution 1.111 du programme) se situent parmi les objectifs prioritaires de l'Organisation.

Conformément à ce mandat, la Division des politiques et de la planification de l'éducation a entrepris en 1977 la reproduction et la distribution de certains documents techniques, sous le titre général de "Rapports et Etudes ...". Cette série a pour objet de stimuler la réflexion et les discussions portant sur les problèmes courants auxquels doivent faire face les décideurs, les planificateurs et les administrateurs de l'éducation ainsi que les architectes scolaires. La distribution se limite aux professionnels du Siège et hors-Siège, ainsi qu'aux personnels d'institutions gouvernementales ou privées susceptibles de les trouver utiles pour leur travail. Nous espérons que cette série constituera un moyen pour promouvoir et augmenter la communication entre les individus et les institutions concernés par les différents aspects des politiques et de la planification de l'éducation.

Ces "Rapports et Etudes ..." se divisent en deux catégories: (i) les documents qui traitent d'un sujet (numérotés S.1, S.2, etc.) et (ii) les documents qui traitent d'un pays (numérotés C.1, C.2, etc. Les premiers portent sur des sujets tels que les politiques et la législation de l'éducation, les techniques de gestion et de planification, la planification et l'étude des espaces, constructions et équipements éducatifs, la relation entre éducation/travail/emploi, la coopération entre les pays, le rôle de l'éducation par rapport au Nouvel ordre économique international, etc. Les seconds présentent des profils du système éducatif d'un pays donné (principalement les pays les moins développés), ou traitent d'une réforme ou d'un aspect spécifique du système éducatif du pays concerné.

Certains des documents reproduits dans cette série sont des "desk studies" basés sur des informations déjà existantes à l'Unesco, d'autres ont été préparés à l'origine pour servir de documents de base ou de discussion à des réunions ou séminaires, alors que d'autres encore, exprimant les positions personnelles des auteurs, se situent dans le cadre d'un dialogue permanent au sein du Secrétariat de l'Unesco.

Les documents sont choisis pour cette série en fonction de l'actualité du sujet traité. Les lecteurs doivent tenir compte du fait que beaucoup, sinon la plupart, des documents sont des documents de travail inédits et ne sont pas destinés au public. Certains auteurs ont rédigé ces documents dans une langue qui n'est pas la leur, ce qui explique certaines faiblesses linguistiques. Nous voudrions également souligner que les documents expriment les idées de leurs auteurs respectifs et ne reflètent pas nécessairement la politique de l'Unesco.

La Division des politiques et de la planification de l'éducation souhaite recevoir des commentaires ou suggestions au sujet de la série, et demande aux lecteurs de bien vouloir faire part de leurs réactions à certaines idées exprimées ou à des documents dans leur ensemble. Dans certains cas, il sera peut-être possible de reproduire ces commentaires et réactions lors d'une prochaine parution de la série. Les adresses des auteurs des documents sont indiquées afin de donner aux lecteurs qui le désirent la possibilité d'entrer en contact avec eux.

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INTRODUCTION

1. In conformity with the recommendation of the 37th Session of the International Conference on Education (Geneva, 1979), Unesco's Division of Educational Policy and Planning has undertaken, with the cooperation of national institutions and specialists, to study certain specific problems related to the administration and management of education. Thus, a series of studies is being carried out on the co-ordinated development of school and out-of-school education. The present case study, entitled "Non-Formal Education in the Republic of Guyana", is part of this series.

2. The Caribbean Society of Educational Administrators (CARSEA), Kingston, Jamaïca, was entrusted with the preparation of this case study, which was carried out by Messrs Trevor Turner and Genga Persaud, respectively president and member of CARSEA. Messrs Turner and Persaud are specialists currently working at the University of West Indies in the field of research and training of educational administrators.

3. The study is divided into seventeen chapters. The first two describe its conceptual framework, as well as the different steps followed for its elaboration. Chapters 3 to 16 make an analysis of the 14 experiences which are specific to non-formal education in Guyana. The general conclusions are given in the final chapter.

4. The case study highlights a few characteristics which are common to all non-formal education programmes in Guyana which differ, in general, from those of formal education. The main characteristics discussed are outlined below :

(a) In terms of objectives, one notices first the close link that exists between the activities of non-formal education and the world of work. In this respect, the difference of objectives between formal and non-formal education seems evident, as the objectives of non-formal education are more directly related to the practical problems of workers and their families. Thus, the effort made to ensure a sound basic training together with a specific preparation for practical work constitutes an essential element of non-formal education in Guyana. The outcome of this effort in all out-of-school educational programmes is a balance between theoretical training and practical work.

(b) The objectives of non-formal education are also closely linked to those of a socio-economic nature fixed by the Government. In fact, two important factors determine the choice of most contents and methods of non-formal education in Guyana : workers are made to realize the problems of production and social justice, and are prepared with a view to their active participation in the decision-making process.

(c) Intersectoriality constitutes also a common element of the various experiences in the field of non-formal education. In the programmes studied, one notices the close cooperation of various agencies, not only in the programming of activities, but also in their development.

5. As to the co-ordinated development of school and out-of-school education, the experience of Guyana in non-formal education is also positive :

(a) The educational action of the Government, be it school or out-of-school, is in principle controlled by the Ministry of Education. This fact does not hinder other Ministries or agencies from being directly involved in certain educational programmes.

(b) An ad-hoc board formulates the policy related to adult education in conformity with the educational policy of the Ministry of Education.

(c) The non-formal education programmes are developed in close liaison with socio-economic programmes established by the Government and with those of formal education.

(d) One notices a complementarity between out-of-school and school education. In fact, out-of-school education tends to replace basic education, when it is not provided, and to supplement it when it is incomplete. In general, out-of-school education tends to satisfy the social demand for knowledge - including academic learning - which was not ensured by the formal system.

(e) In several cases, the Ministry of Education is responsible for financing, co-ordinating and controlling, supervising and evaluating out-of-school educational programmes. Sometimes it also provides the equipment.

(f) Very often representatives of the Ministry of Education collaborate with community representatives in the formulation of contents and methods of out-of-school education.

(g) School buildings, laboratories, workshops, grounds, equipment and other resources, physical and material, belonging to the formal system, are often used for the undertaking of out-of-school activities. One notices that these resources are sometimes used jointly for school and out-of-school activities.

(h) The human resources of the formal education are often used simultaneously in the non-formal education.

(i) In other cases, out-of-school activities are financed jointly by the Ministry of Education, other Ministries, industries and trade-unions.

(j) Sometimes it is the non-formal sector which organizes training activities for the teaching and administrative personnel of the formal sector.

(k) The same criteria are often applied in both school and out-of-school education programmes for the selection and management of teaching personnel and students.

(l) The access to certain out-of-school educational programmes is undertaken through school programmes. Conversely, the certificate issued at the end of out-of-school studies sometimes allows access to school programmes.

(m) In general, there is considerable flexibility in passing back and forth between school and out-of-school programmes.

(n) Certain students attending out-of-school courses are able to sit for end-of-year exams of secondary level school programmes.

(o) Certain schools offer both formal instruction - primary or secondary - and adult education.

(p) Several non-school programmes provide a curriculum and diplomas which are complementary to those of school programmes. In most cases, these diplomas are equivalent to those of the corresponding levels of school education.

6. Other case studies relating to administrative support for the co-ordinated development of formal and non-formal education will be published very shortly in the "Reports and Studies" series. This set of national and regional experiences will be submitted for appraisal to an international meeting of specialists scheduled to be held at the end of 1981.

INTRODUCTION

1. Conformément à la recommandation de la 37ème Conférence Internationale de l'Education (Genève, 1979), la Division des politiques et de la planification de l'éducation de l'Unesco a entrepris, avec la coopération d'institutions et de spécialistes nationaux, l'étude de certains problèmes spécifiques concernant l'administration et la gestion de l'éducation. C'est ainsi qu'une série de travaux en cours est consacrée au développement coordonné de l'éducation scolaire et extra-scolaire. L'étude ci-après, intitulée "Education non formelle dans la République de Guyane", fait partie de ces travaux.

2. Cette étude a été confiée à la Caribbean Society of Educational Administrators (CARSEA), Kingston, Jamaïque. Elle a été préparée par MM. Trevor Turner et Ganga Persaud, respectivement président et membre de CARSEA. MM. Turner et Persaud travaillent à la recherche et à la formation d'administrateurs de l'éducation à l'Université de West Indies.

3. L'étude est composée de dix-sept chapitres. Les deux premiers précisent le cadre de référence ainsi que la stratégie suivie pour son élaboration. Les chapitres 3 à 16 sont consacrés à l'analyse de quatorze expériences spécifiques en matière d'éducation non formelle en Guyane. Les conclusions générales figurent dans le chapitre final.

4. La présente étude de cas met en évidence quelques caractéristiques communes à tous les programmes d'éducation non formelle de la Guyane, caractéristiques que l'on ne retrouve pas, en général, dans les programmes d'éducation formelle. En voici les principales :

(a) En termes d'objectifs on remarque, en premier lieu, un rapport étroit entre les activités d'éducation non formelle et le monde du travail. A cet égard, la différence d'objectifs entre l'éducation formelle et l'éducation non formelle apparaît évidente, les objectifs de l'éducation non formelle étant plus directement liés aux problèmes pratiques des travailleurs et de leurs familles. C'est ainsi que l'effort tendant à assurer une formation de base en même temps qu'une préparation spécifique pour les travaux pratiques constitue un élément essentiel dans l'éducation non formelle de la Guyane. Le résultat de cet effort se traduit, dans tous les programmes d'éducation extra-scolaire, par un équilibre entre l'enseignement théorique et le travail pratique.

(b) Les objectifs de l'éducation non formelle sont aussi étroitement liés aux objectifs socio-économiques fixés par le Gouvernement. La sensibilisation des travailleurs aux problèmes de la production et de la justice sociale, ainsi que leur préparation en vue d'une participation active à la prise de décisions, déterminent, en fait, le choix de la plupart des contenus et des méthodes de l'éducation non formelle en République de Guyane.

(c) L'intersectorialité constitue aussi un élément commun aux différentes expériences d'éducation non formelle. On remarque, dans les programmes étudiés, l'étroite coopération de différentes agences, non seulement dans la programmation des activités, mais aussi dans leur développement.

5. En ce qui concerne le développement coordonné de l'éducation scolaire et non scolaire, les expériences d'éducation non formelle en Guyane sont aussi très positives :

(a) L'action éducative de l'Etat, qu'elle soit scolaire ou non scolaire, est en principe sous le contrôle du Ministère de l'Education. Ceci n'empêche pas d'autres ministères ou agences d'être directement responsables de certains programmes d'éducation.

(b) Un Conseil ad-hoc formule la politique en matière d'éducation des adultes, en harmonie avec la politique éducative du Ministère de l'Education.

(c) Les programmes d'éducation non formelle se développent en étroite liaison avec les programmes socio-économiques établis par l'Etat et avec les programmes d'éducation formelle.

(d) On remarque une complémentarité entre l'éducation extrascolaire et l'éducation scolaire. En fait l'éducation extrascolaire tend à se substituer à l'éducation primaire quand celle-ci n'a pu être assurée, ou à la compléter quand elle a été incomplète. En général, l'éducation extrascolaire tend à satisfaire la demande sociale de connaissances - y compris les connaissances académiques - qui n'a pu être satisfaite par le système formel.

(e) Dans plusieurs cas c'est le Ministère de l'Education qui est responsable du financement, de la coordination et du contrôle, supervision et évaluation des programmes d'éducation extrascolaire. Parfois, il fournit aussi les équipements.

(f) Très fréquemment, des représentants du Ministère de l'Education interviennent, conjointement avec des représentants de la communauté, dans la définition des contenus et des méthodes d'éducation extrascolaire.

(g) Des bâtiments scolaires, des laboratoires, des ateliers, des terrains, des équipements et d'autres ressources, physiques et matérielles, appartenant au système scolaire, sont souvent utilisés pour la mise en oeuvre d'actions extrascolaires. Parfois, on observe l'utilisation conjointe de ces ressources pour des actions scolaires ou non scolaires.

(h) Il est fréquent que les ressources humaines de l'éducation formelle soient utilisées simultanément dans l'éducation non formelle.

(i) Dans d'autres cas, les actions extrascolaires sont financées par des fonds provenant conjointement du Ministère de l'Education, d'autres ministères, des industries et des syndicats des travailleurs.

(j) Parfois, c'est le secteur non formel qui organise des activités de formation pour le personnel enseignant et administratif du secteur formel.

(k) Dans la sélection et la gestion du personnel enseignant et des élèves, on applique souvent des critères similaires tant dans les programmes d'éducation scolaire que dans les programmes d'éducation extrascolaire.

(l) L'accès à certains programmes d'éducation extrascolaire se fait par le biais des programmes scolaires. Ce sont quelquefois les certificats obtenus en fin d'études extrascolaires qui permettent l'accès aux programmes scolaires.

(m) En général, il existe une grande flexibilité pour le passage du système scolaire au non scolaire et vice-versa.

(n) Certains élèves qui suivent des cours extrascolaires ont la possibilité de passer, en fin d'année, les examens de programmes scolaires du niveau secondaire.

(o) Certaines écoles offrent en même temps un enseignement primaire ou secondaire et l'éducation des adultes.

(p) Plusieurs programmes non scolaires assurent des contenus d'éducation et des certificats complémentaires à ceux des programmes scolaires. Il existe, dans la plupart des cas, des équivalences de diplômes avec les niveaux correspondants de l'éducation scolaire.

6. D'autres études se référant au soutien administratif nécessaire pour le développement coordonné de l'éducation scolaire et non scolaire seront publiées très prochainement dans la série "Rapports et Etudes". Cet ensemble d'expériences nationales et régionales sera présenté à la considération de spécialistes nationaux lors d'une Réunion Internationale qui débattra de ce sujet vers la fin 1981.

INTRODUCCION

1. De acuerdo con la Recomendación de la 37a Conferencia Internacional de la Educación (Ginebra, 1979), la División de Políticas y Planeamiento de la Educación de la Unesco ha emprendido, en cooperación con instituciones y especialistas nacionales, el estudio de ciertos problemas relativos a la administración y a la gestión de la educación. Una serie de trabajos será dedicada al desarrollo coordinado de la educación escolar y extraescolar. El presente estudio, titulado "Educación no formal en la República de Guyana", hace parte de los mencionados trabajos.

2. La preparación de la presente monografía ha sido confiada a la Caribbean Society of Educational Administrators (CARSEA), Kingston, Jamaica. La misma fué elaborada por los Sres. Trevor Turner y Ganga Persaud, respectivamente Presidente y Miembro de CARSEA. Los Sres. Turner y Persaud trabajan en la Universidad de West Indies, en investigaciones y en actividades de formación en el campo de la administración educativa.

3. El estudio se compone de diecisiete capítulos. Los dos primeros precisan el marco de referencia y la estrategia adoptada para su elaboración. Los capítulos 3 à 16 analizan catorce experiencias específicas de educación no formal en Guyana. Las conclusiones generales están contenidas en el capítulo final.

4. El presente estudio pone en evidencia algunas características que son comunes a todos los programas de educación no formal de la República de Guyana, características que, en general, no se dan en los programas de educación formal. He aquí las principales :

(a) En términos de objetivos se observa, en primer lugar, una estrecha relación entre las actividades de educación no formal y el mundo del trabajo. La diferencia de objetivos entre la educación formal y la no formal aparece evidente a este respecto ; en efecto, los objetivos de la educación no formal están más directament ligados a los problemas prácticos de los trabajadores y de sus familias que los objetivos de la educación formal. De hecho el esfuerzo tendiente a asegurar una formación de base al mismo tiempo que una preparación específica para el trabajo práctico constituye un hecho esencial en la educación no formal de la República de Guyana.

El resultado de este esfuerzo se manifiesta, en todos los programas de educación extraescolar, mediante un relativo equilibrio entre la educación teórica y el trabajo práctico.

(b) Por otra parte los objetivos de la educación no formal están estrechamente ligados a los objetivos socio-económicos fijados por el Gobierno. La concientización de los trabajadores frente a los problemas de la producción y de la justicia social, así como su preparación para una participación activa en la toma de decisiones determinan, de hecho, la selección de la mayor parte de los contenidos y métodos utilizados en la educación no formal en la República de Guyana.

(c) La intersectorialidad constituye también un elemento común a las diferentes experiencias de educación no formal. Así es dable observar que, en los programas objeto de este estudio, diversas agencias cooperan estrechamente tanto en la programación como en el desarrollo de las actividades.

5. Las experiencias de educación no formal de Guyana son también muy positivas en lo referente al desarrollo coordinado de la educación escolar y no escolar :

(a) La acción educativa del Estado, tanto la escolar como la extraescolar, está en principio bajo el control del Ministerio de Educación ; lo que no es impedimento para que otros ministerios o agencias asuman la responsabilidad directa de ciertos programas educativos.

(b) Un Consejo ad-hoc formula la política de educación de adultos, en armonía con la política educativa del Ministerio de Educación.

(c) Los programas de educación no formal se desarrollan en estrecha relación con los planes de desarrollo nacionales y con los programas de educación formal.

(d) Se observa una complementaridad entre la educación escolar y la extraescolar. De hecho la educación extraescolar tiende a substituir a la educación primaria cuando ésta no ha podido asegurarse, o a completarla cuando la misma ha sido incompleta. En general la educación extraescolar procura la satisfacción de la demanda social de conocimientos - incluidos los académicos - que no ha podido ser satisfecha por el sistema formal.

(e) En muchos casos el Ministerio de Educación asume la responsabilidad de financiar, coordinar, controlar, supervisar y evaluar los programas de educación extraescolar. A veces incluso asegurar su equipamiento.

(f) Con frecuencia representantes del Ministerio de Educación intervienen, conjuntamente con representantes de la comunidad, en la definición de los contenidos y métodos de la educación extraescolar.

(g) Los edificios escolares, los laboratorios, talleres, terrenos, equipos y otros recursos físicos y materiales pertenecientes al sistema escolar se están utilizado con relativa frecuencia para llevar a cabo acciones extraescolares. A veces dichos recursos se utilizan indistintamente en una y otra modalidad de educación.

(h) También es frecuente que los recursos humanos asignados a la educación formal se utilicen simultáneamente en la educación no formal.

(i) En otros casos las acciones extraescolares son financiadas con fondos conjuntos provenientes del Ministerio de Educación, de otros ministerios, de las industrias, de los sindicatos de trabajadores.

(j) A veces el sector no formal organiza actividades de formación para el personal docente y administrativo del sector formal.

(k) En la selección y gestión del personal docente y del alumnado se aplican a menudo criterios similares en ambos sectores.

(l) El acceso a determinados programas de educación extraescolar se hace pasando por la vía de los programas escolares. En ciertos casos los certificados obtenidos al final de estudios extraescolares permiten acceder a los programas escolares.

(m) Existe en general una gran flexibilidad para pasar del sistema escolar al extraescolar y viceversa.

(n) Algunos alumnos que siguen cursos extraescolares tienen la posibilidad, al fin del año, de pasar los exámenes de los programas escolares de nivel secundario.

(o) Ciertas escuelas ofrecen la educación de adultos simultáneamente con una educación primaria o secundaria.

(p) Muchos programas no escolares ofrecen contenidos de educación y certificados complementarios a los ofrecidos por los programas escolares. En la mayor parte de los casos existen equivalencias de diplomas con los niveles correspondientes de la educación escolar.

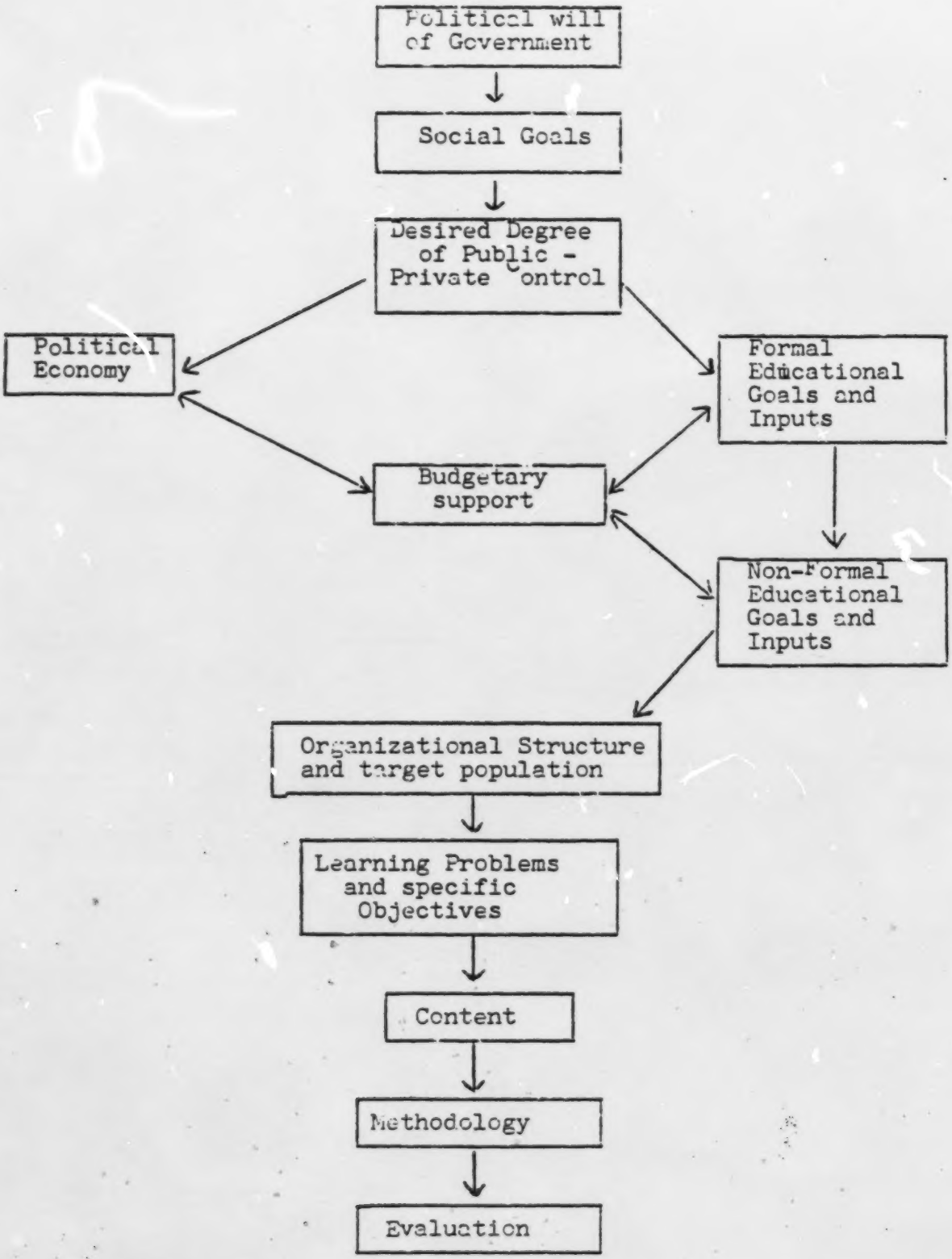
6. Otros estudios sobre el apoyo administrativo necesario para el desarrollo coordinado de la educación escolar y extraescolar serán publicados próximamente en la serie "Informes y Estudios". El conjunto de experiencias será presentado a la consideración de especialistas nacionales que serán invitados a participar en una Reunión Internacional que debatirá este tema hacia finales de 1981.

NON-FORMAL EDUCATION IN GUYANA

1. The Political Economy and Educational Orientation - A Conceptual Framework.

The management of a country's political, social, economic and educational institutions could be conducted either by the government or private enterprises or by a mixture of government and private institutions. These relationships are graphically presented in figure 1. Generally speaking, the political will of the government determines to a larger extent the social goals which in turn provide a rationale for the particular ratio of public to private control of the political economy and of a formal and non-formal education. A further consideration is the extent of the government capacity to give budgetary support to public control of formal and non-formal education. At the same time, even assuming inadequate budgetary support for non-formal educational goals, a government could, nonetheless, because of its political strength give widespread support for popular organization of non-formal educational goals would depend on the one hand on the kind of budgetary support and political will of the government and on the other, on the pattern of organizational structure of educational institutions and productive enterprises and the educational level and needs of the target population. Public controlled organizations might believe in both skill development and social learnings as necessary means to increase productivity because of the political will and the social view of a government. That is to say, the acceptance of social goals by workers in public institutions might be considered as necessary in addition to, or in place of wage increases as a means of increasing workers incentive to work through their identification with national ownership of the means of production. Private industries might not be so enthusiastic about the social goals in non-formal education as they probably believe in wages as the incentives for productivity and not workers identification with ownership and/or feelings of egalitarianism.

Thus the pattern of the structure of the organizations and the needs of workers or target population in them would influence the kind of learning problems, content, methodology and evaluation in the curriculum process. Presumably, if the evaluation of learning outcomes is supportive of the non-formal educational goals and of the goals of the political economy, then the "political will" of the government will be strengthened and budgetary support will be continued.


Political will of Government
Social Goals
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1.1 The Political Will of Guyana

Guyana obtained Independence from Britain in 1966 under the ruling political party, the Peoples National Congress (PNC), which currently has a 37 seats majority in the 53 seats Parliament. The PNC declared its political ideology as socialist and operationalized this philosophy by the institutionalization of Guyana into a Cooperative Republic in 1970.

The geographical area of Guyana is 83,000 square miles and sustains a population of 714,233 by the 1970 Census. The three main cities have a population distribution as follows : Georgetown, 170,000 ; Linden, 35,000 and New Amsterdam, 20,000. It is estimated that 60% of the population is under 21 years. The Minister of Cooperatives and National Mobilization announced in 1974 :

> "Our philosophy and programme are geared to persuade the young man and woman to see the Guyana scene as the stage upon which he must enter and play a part, working through a cooperative group and not merely for oneself. It is only by this sharing and working together can we sample the fruits of progress equitably."

1.2 Social Goals

The social goals of Guyana are as follows :

(a) To be self sufficient in food and clothing.

(b) To provide adequate housing.

(c) To develop good attitudes towards agriculture.

(d) To build an egalitarian society.

(e) To own and control resources of the country.

(f) To develop through self-help and cooperative endeavours.

(g) To develop the hinterland and agriculture.

(h) To transfer economic power to the small man.

(i) To promote proper distribution of wealth.

(j) To provide for equal opportunity and the removal of social class distinctions.

1.3 The Political Economy

In order to provide its social goals through the political economy, the Government controls 80% of the productive resources and manages the export of Bauxite which accounts for 40% of total exports and of sugar and rice which account for 39%.

The Government controls and manages the economy through the following Statutory Bodies.

(a) Guyana National Engineering Corporation (GUYNEC) ; (b) Guyana Sugar Corporation (GUYSUCO) ; (c) Guyana Mining Corporation (GUYNINE) ; (d) Guyana Rice Marketing Board ; (e) Guyana Maine Foods ; (f) Guyana State Corporation - a government investment institution in productive enterprises ; (g) Guyana Marketing Corporation, which sets prices and purchases and distributes all agricultural produce except sugar and rice ; (h) External Trade Bureau for imports and exports, and through Financial Institutions such as : Guyana National Cooperative Bank ; Guyana Cooperative Mortgage Finance Bank ; Guyana Agricultural Development Bank.

In addition there are numerous non-statutory cooperatives consumers, transport, cane farmers, rice farmers, wholesalers, retailers, workers small businesses, pig rearers, fishing, manufacturing and building.

Overall then, the political economy, as the means to achieve the social goals, minimises the role of private enterprise and is controlled by the Government.

1.4 Educational Inputs and Specialists Goals

The Ministry of Education owns, administers and controls all schools. It has a Curriculum Development Unit by which it disseminates ideas on cooperatives throughout the school system. In addition it runs seminars and workshops to teachers-in-service on the teaching of cooperative goals in the primary schools.

There are 315 schools cooperative societies with an enrolment of 40,000. These schools have accumulated savings of $300,000 as part of their cooperative activity. Expansion of school places, from an enrolment of 136,000 to 150,000 ; Secondary school places, from an enrolment of 13,800 to 34,528.

The Government also has set up since 1974, six multilateral High Schools and a Community High School at Betterverwagting in 1973 for the age group 11+ - 15+.

Since no privately-owned formal schools are allowed, the Government is solely in charge of disseminating the cooperative philosophy, in addition to academic learnings through formal schooling.

2. Research Strategy

The Government of Guyana has identified its social goals and expressed its political will to achieve these. We use the conceptual framework to examine the organization and management and the curriculum offerings of the non-formal educational orientation in the public and private sectors so as to analyse them in relation to the social goals. Our research strategy, then, was to identify the key industries in the public and private sectors and to interview the key non-formal educational organizers in the respective industries so as to determine : (a) the extent of the non-formal education as conducted in the public and private sectors ; (b) the nature and extent of non-formal commitment in public as compared with private enterprises ; (c) the kind of financial support for non-formal education ; (d) the nature of the organization and management of the non-formal educational programme ; (e) the nature and background of the learners and specific learning objectives ; (f) the nature of the content and methodology ; (g) the nature of the evaluation strategy. Interviews were conducted in January, 1980.

Non-formal education is taken here to include the skill development and value transformation processes that take place outside of the normal, academic school system. This definition includes the multilateral and community high schools, even though they cater to the regular school age group of 11+ to 15+, because their programme is directed to skill development rather than academic in emphasis, they are community oriented rather than directed to external academic examinations and they seek consciously to influence value transformation in line with the Government's political ideology.

The following institutions and agencies that conduct non-formal education were examined :

1. Kuru Kuru Cooperative College
2. Critchlow Labour College
3. Department of Extra-Mural Studies, University of Guyana
4. Adult Education Association of Guyana
5. Bladen Hall Multilateral Secondary School
6. Beterverwagting Community High School
7. Anna Regina Community High School
8. Worker Education Coordinating Centre of the Ministry of Labour
9. Agricultural Extension Services of the Ministry of Agriculture

10. Linden Apprenticeship Training Scheme and Adult Education Programme

11. Linden Evening Institute

12. Banks D.I.H.

13. Guyana Sugar Corporation (Guysuco)

14. Guyana National Engineering Corporation (Guynec).

3. Kuru-Kuru Cooperative College

3.1 Location and General Goals of Kuru-Kuru Cooperative College

Guyana proclaimed itself a Cooperative Republic in 1970 and according to Cde. Hamilton Green (as Minister of Cooperatives and National Mobilization, 1975) :

> "This was a deliberate attempt by the party, the leader and the people to emphasize and to state in clear and unambiguous terms that the practice of cooperative principles will be emphasised and will eventually dominate the social structure of our country."

By 1973 it became necessary to establish the Kuru-Kuru Cooperative College on the East Bank of the Demerara River, about 26 miles from Georgetown for the purpose of promoting this cooperative ideology. During the second reading of the Kuru-Kuru Cooperative College Bill, No. 11 of 1975, the Minister of Cooperatives and National Mobilization, Cde. Hamilton Green stated :

> "The Cooperative College is intended to be the centre of a process of massive education and training to mobilize our people intellectually and emotionally. It is, in other words, essentially an educational institution fashioned to prepare our many leaders and citizens for the challenge which we must now face ...
>
> The education we seek to provide must not only be concerned with providing the technical and professional skills but must - and this is very important - be concerned with correcting attitudes and with helping to mobilize our people so that by working together cooperatively, we pool our human and natural resources for the use of and to the best advantage of the people of Guyana."

3.2 Budgetary Support

The college is funded by the Government and the Vice-principal estimated that it costs 1.5 million dollars to maintain annually. This includes farm costs and extension programmes at 3 centres - Berbice, Georgetown and Essequibo.

3.3 Organization and Structure

The college was registered in 1973 under a Special Act which permitted it to be controlled by the Ministry of Cooperatives and Economic Development and not the Ministry of Education.

Its Governing Board is appointed by the Government and consists of representatives of the various Cooperative Bodies, Ministry of Education, Credit Union League and the Manufacturer Association. A principal, vice-principal and a registrar administer the operational aspects of the college. Intra-mural, residential courses are held at the Kuru-Kuru Cooperative College Centre on the East Bank of the Demerara River while the Extra-mural courses are held at the Berbice, Georgetown and Essequibo Centres. There are 100 residents at the College Centre ; 300-400 students in Essequibo, 800-900 in Berbice and 800-900 in Georgetown.

In each extra-mural centre the courses are organized by a cooperative officer and the tutors who are drawn from local sources. There are about 20-30 tutors employed, yearly, by each centre.

There are three main types of courses :

(1) Orientation Workshops and seminars of 3-6 weeks duration held at both intra-mural and extra-mural centres and offering courses in (i) Cooperatives in schools. This is designed for teachers and head teachers and held during the summer holidays ; (ii) Management of Cooperatives for supervisors and workers in consumer cooperatives.

(2) Certificate Courses of 4 months duration, held at both intra-mural and extra-mural centres designed as (i) Accounting for Cooperatives for secretaries and book-keepers of Cooperatives and (ii) Management of Agricultural Cooperatives for managers, secretaries and committee members of agricultural cooperatives and also for teachers supervising cooperative school farms.

(3) Diploma in Cooperative Management of 9 months duration, held at the Kuru-Kuru Cooperative College Centre and designed as a Management Accounting course in cooperativism for students who have distinguished themselves in the Certificate Course or have passed four (4) subjects at the English based G.C.E. (Ordinary Level) or Caribbean based C.X.C. of which one must be in English Language or matured students assessed by the College as meeting the required standard.

3.4 Learning Problems and Specific Goals

The ordinary worker is the backbone of the cooperative movement but the formal school did not equip him/her with the technical

knowledge and skill or the cooperative spirit necessary for this cooperative endeavour. Kuru-Kuru College seeks to make up for these deficiencies. Its specific objectives then are for students to acquire (a) Knowledge and skills in cooperative management in a practical cooperative situation and (b) Cooperative social attitudes.

3.5 Content and Methods

(i) The course on Cooperative in Schools consists of such subjects as cooperativism ; cooperative law ; record keeping, the roles of teacher supervisors, head teachers, parents ; teaching cooperativism in schools.

The methods include lectures and discussions designed to get teachers :

(a) to accept the values and goals of the cooperative society ;

(b) to utilize community resources ;

(c) to utilize children's resources ;

(d) to utilize the institutions of savings cooperatives in order to promote a practical demonstration of cooperativism in schools.

There are Savings Cooperatives in Schools but because teachers lacked the belief in and the management techniques of cooperativism, they used the Savings Cooperatives as Penny Banks for children to go through the motions of saving. Teachers, therefore, have to be shown how to use the savings cooperatives to teach students the objectives, knowledge and skills of cooperative management.

(ii) The management of consumer cooperatives course consists of such subjects as cooperativism, retail management, accounting and management studies.

(iii) The Certificate course in Accounting for cooperatives includes such subjects as Cooperativism, Accounting, Elementary Auditing, Cooperative Law, Economics and Statistics.

(iv) The Certificate course in Management of Agricultural Cooperatives include such subjects as Cooperativism, Farm Planning, Livestock and Crop Husbandry, Farm Accounts, Market and Statistics and Economics.

(v) The Diploma in Cooperative Management course includes Cooperativism, Management Accounting, Economics, Statistics and Commercial Law.

All the courses are conducted by lectures, discussions, group processes and practical experience in the skill area. For example, work experience in the skill area takes the form of working on the farms, maintenance, construction or working in the management aspect of the Campus Cooperative Society Ltd.

3.6 Evaluation

While the certificates obtained in the formal school system attest to the holder's knowledge of a subject discipline, the Kuru-Kuru College Certificates and Diplomas would testify both to the participant's practical competence and to his/her social attitudes in cooperative management. Work experience is considered necessary in group work, and students working in a group are evaluated by the group : there is, however, no follow-up evaluation of students when they return to their jobs in the real world of life and work.

4. Critchlow Labour College

4.1 Location and General Goals of Critchlow Labour College

Critchlow Labour College is sited at Non Pariel Park in Georgetown, the capital city. Its main purpose is to provide non-formal education for students from the various Trade Unions of Guyana. Although the college seems to be necessary as it provides a central educational support system for all Unions, nonetheless, the Trade Union Congress still runs In-service workshops and seminars for workers at each work place.

4.2 Budgetary Support

Budgetary Support from Trade Unions and the Government totals $270,000.00 annually. The maintenance cost of the building alone is $25,000.00 - $30,000.00 annually.

4.3 Organization and Structure

Organizationally it is administered by a principal, a registrar and a full-time lecturer. The principal and registrar also do some teaching. The college relies heavily on Part-Time Lecturers, the number of which varies with the number of courses offered.

The students population tends to vary with the courses offered. There is a regular one-year course and 160 students are enrolled in 4 classes. There is also a 3-months course and 35 students are enrolled. In addition, there are a number of Two-Weeks Seminars

of Full-Day sessions for Day release students from work as organized by the Trade Unions. The enrollment varies between 15 and 27 per Two-Weeks Seminar. There are, generally, three such seminars per year.

The students for the shorter courses are selected by the Unions and it is admitted that the selection method is arbitrary, though the applicant's geographic region of work place, job specification, age and previous union course attended are factors which are considered. Generally, a course on Clerical Office Practice would favour the applicant who is unskilled and needs the training. Selection into the One-Year Programme is based on passes in the G.C.E. Ordinary Level Examination and a successful interview.

4.4 Learning Problems and Specific Goals

An examination of the syllabus suggests that the specific objective is to transmit knowledge and skills typical of most management courses in a university, that is the transmission of (a) technical skills in Accounting, Economics and Accounting Management, (b) Leadership and Organization and Management Skills in Industrial Organization and Labour Management and (c) Political and Sociological Knowledge and Skills to interpret the conditions underlying society, workers and management relationships.

However, an interview with the principal and the registrar, suggests that all courses have strong inputs related to worker participation, cooperation and egalitarianism.

4.5 Content and Methods

The main effort of the college is directed at the One-Year Course and the following subjects are offered as listed in the Syllabus.

(1) Industrial Relations (2) English (3) Mathematics (4) Sociology (5) Economics (6) Accounts (7) Caribbean Studies (8) Political Studies.

The courses are conducted by lectures and discussions. They are described in a fashion typical of a university. For example a course most likely to transmit social values is Political studies. The course is described as follows :

> "The course would consist of a general introduction to the nature and scope of politics, followed by certain areas of study specially designed to make a student able to understand and analyse political affairs."

The following topics are taken from the course outline.

(a) The nature of politics including the thoughts of Machiavelli, Hobbes, Locke, Rousseau and Marx.

(b) Politics as a science and the systems approach to political science.

(c) Ideology such as Socialism and Marxist/Leninist thoughts.

(d) Dependent theory and Mass Mobilization.

4.6 Evaluation

The evaluation is done mainly by the principal and the registrar. Students fill out evaluation sheets as a feedback to the registrar. The registrar is satisfied with students evaluation as the indications are that students like the courses and believe that such courses would assist in their obtaining promotion. The principal stated that attempts have been made to follow up students, through their Unions, at the work place but admitted that these were not well organized and hence no judgment would be made on them.

The Principal in his "General Remarks" in the Syllabus states :

> "The syllabus aims to give students a very in-depth look at the various subjects to be studied.
>
> At the end of the course students ought to have arrived at a Standard approximating to G.C.E. "A" Level equivalency".
>
> According to the Principal this is possible - "because of the College's efforts to prune or graft the course so that it maintains a delicately balanced equilibrium between utilitarianism, scholarship and what is attainable."

No evaluation is done of the state of achievement of the social goals.

5. Department of Extra-Mural Studies : University of Guyana

5.1 Location, Goals and Objectives

The Department of Extra-Mural Studies is located on the campus of the University of Guyana in Georgetown but its work extends throughout the more populous areas of the countryside.

The Department, according to its newsletter, is responsible for providing educational services for adults and out-of-school youths not engaged in university courses so as to equip them in making a contribution to the economic, social and cultural improvement of the society.

In order to achieve those general aims the Department carries out certain categories of activities that include :

(a) Remedial teaching and basic literacy training.

(b) Training in vocational, technical and professional areas.

(c) Education in health, welfare and family living.

(d) Training towards Civic, political and community participation.

(e) Education for the development and realisation of the self.

These activities are directed towards developing vocational and technical skills in the fields of agriculture, industry and commerce, management skills, and skills in the areas of politics, human relations, industrial relations and community development.

5.2 Budgeting

The Department is government-funded through the University of Guyana but it does not rely on its own resources solely to carry out its work. It operates in collaboration with several other organizations and institutions in the field of adult and non-formal education in organizing and conducting seminars. These include the Ministry of Labour through its Worker Education Coordinating Centre, the Critchlow Labour College, the Police Training School, Kuru-Kuru Cooperative College and some of the trade unions.

5.3 Content and Method

The work of the Department focuses largely on community education to develop leadership qualities and improve the social life of the community and family. Worker education for vocational skills and management skills as union leaders, craft training and food production to improve home life and economic self-sufficiency, and training for extension workers, supervisors and instructors of adults.

1. Community Education

The Department conducts discussion groups, talks and film shows in several communities on topics that are of interest to the people or that are designed to explain government policies or develop leadership. Such talks include health care or discussion

of common ailments such as diabetes and hypertension. The objectives include explaining the causes and nature of the ailments and providing guidelines on how to cope with them. In the case of health care, the Department has run courses on nutrition and preventive health care using lecturers from the University of Guyana and Public Health Inspectors as discussion leaders.

The activities in the area of community education include also discussions on topics such as metrication to introduce the housewife to the new measures, and family life education. In this last area the Department works with other organizations such as the New Amsterdam Town Council in sponsoring and conducting a lecture/discussion series on topics such as "Responsibilities of parents and guardians to their children", "Child abuse and Child neglect", "Understanding the growing child", "Problems of adolescence".

Leadership development forms an important part of the community education programme of the Department. Here again the Department works with other agencies such as their collaboration with the Guyana Police Force in conducting youth leadership seminars for youth clubs.

2. Worker Education

The Department undertakes with the trade unions seminars on topics related to the needs of the developing industrial democracy and of special interest to workers. Such seminars have included topics on "Law and the worker", "Industrial relations" and "Worker participation in management of industry". One course on Industrial Relations was organized as a three-term course with 130 persons enrolled in the first term and 86 in the third. But more usually courses last for short periods of two to four days.

3. Craft Training and Food Production

Courses varying in length from two weeks to ten weeks are organized by the Department in craft areas such as basketry, macrame, collage and needlework. In addition, home economics classes are held to teach housewives about food preparation and handling, nutrition, and budgeting. The Department, however, does not confine its educational activities only to women.

Beginning in February 1979, it conducted a ten-week course in cookery specifically for men. Lecture/demonstrations were given once a week at the Home Economics Centre in New Amsterdam. The objectives in this particular case were to educate participants in the full use of local foods, to encourage cottage industries in order to boost employment, to develop community spirit through the sharing of experiences and exchange of ideas and to give momentum to the agricultural drive in the country.

4. Training for Extension Workers, Supervisors and Instructors

As one of the main agencies in Guyana responsible for adult education, the Department is concerned about the training of adult educators. Its first seminar in adult education was held in May 1978 at Albion township and repeated in November 1978 at New Amsterdam. There was a follow-up session for both groups in November 1978 in which they studied Psychology of adult learning, a system approach to Adult Education, and Participative Teaching Methods.

In addition, the Department in conjunction with the public corporations and other institutions runs courses for instructors of adults. A three module course was organised in 1979 for 16 participants from some of the corporations, the Police Training School, Guyana National Service, and the External Trade Bureau. The first module lasted for one week, the second for two weeks and the third for three weeks. Included in the course were topics on adult psychology, developing training objectives, and techniques of teaching adults.

The training of extension workers is carried on conjointly with Kuru-Kuru College, with the Ministry of Economic Development and Cooperatives for the training of their field workers and with the Ministry of Health.

In addition to the training that it organises in the skill areas and for community development, the Department also engages in providing courses in more strictly academic areas for out-of-school people. These courses are normally held on the campus of the University during the summer vacation. In 1978 for example, beginners and intermediate courses were held in Spanish and French, and beginners only courses in Yoruba and Hindi ; lectures for these were drawn from the Department of Modern Languages of the University. Six-week courses in Mathematics and Chemistry were also held that year with 34 participants enrolled in the Mathematics course and 82 in Chemistry ; lectures in these courses were also drawn from the University. Sometimes the Department takes its academic course further afield as it did in 1977 in the case of a summer course on Language Arts for primary school teachers held in the Linden Region. The course was conducted by a lecturer from the Faculty of Education of the University and attracted 64 teachers.

5.4 Evaluation

The Department has not yet developed a systematic form of evaluation for all of its activities. It depends instead on the subjective appraisal of participants and members of the communities to assess the quality of its output. This assessment has been generally favourable and is supported by the continued good attendance enjoyed by the courses.

Further evidence of the usefulness of the work of the Department can be guaged from the demands made by various communities that the Department organise for them courses in crafts and technical skills. The Department has more demands that tutors at its disposal. One criticism that is made is that the Department tends to confine its activities to urban areas and townships while ignoring some rural areas especially in the sugar districts.

6. Adult Education Association

6.1 Location and Goals of Adult Education Association in Guyana

The headquarters of the Adult Education Association (A.E.A.) of Guyana is located in Brickdam, Georgetown ; it controls branches in semi-urban and country areas, through which it conducts its activities.

The Minister of Education in an address to the A.E.A.'s Annual General Meeting (July, 1976) stated that :

> "Adult Education programmes offered here in Guyana, are designed to prepare people to contribute towards the achievement of objectives identified for national development. In fact, the claim is being made that current Adult Education programmes are relevant to aspiration for the kind of Society we seek to build in Guyana."

The Minister further identified the goals of the A.E.A. as follows :

(a) "Adult Education for some citizens substitutes for basic education which was missed, and supplements in cases where education was incomplete."

(b) "The preparation it gives enabling persons to respond to new demands on them in our rapidly changing circumstances."

(c) "Adult Education also offers further education to citizens with high level training."

(d) "Adult Education serves to increase the supply of skilled personnel so urgently needed to further the cause of national development."

(e) "... programmes are now related to development plans ... in keeping with the national commitment to involve the people in development programmes."

The inference is that the overall goal of the A.E.A. is to promote linkages between the goals of the state's industrial and socialist activities with the goals of the formal school system. These goals reflect the will of the political directorates.

6.2 Budgetary support

The A.E.A. gets its financial support from the Ministry of Education (G.$100,000.00 annually) and from the various nationalized Industries (e.g. Guymine contributes G.$800.00 annually). In addition, each student pays a small registration fee. However, its operational costs are kept decisively low as a result of the free use of existing school and other state facilities. Tutors are given an honorarium of G.$100.00.

6.3 Organizational Structure and Target Population

The A.E.A. is a voluntary organization of over 1,000 members who make an individual annual subscription of G$2.00 and, therefore, entitled to vote in the election of office leavers at the Annual General Meeting (A.G.M.). The A.E.A. is governed by a Board which consists of President, three Vice-Presidents, a Secretary, Assistant Secretary and Treasurer and seventeen Executive Members. The President is elected by the A.G.M. while the three Vice-Presidents are elected by the A.G.M. of the three counties.

The Secretary is also the Chief Advisory Education Officer and performs his functions with the help of an Advisory Council. He puts a slate of prospective members of the Council to the Board which makes the final choice of members of the Advisory Council. The nomination of members of the Advisory Council is undertaken so as to provide an interlocking directorate with other institutions such as the Teachers College, University, Cooperative and Labour Colleges and the State Corporations. In this way the mobilization of both economic resources and educational interest is assured. The Advisory Council gives advice on contacts for resources and the feasibility and practicality of educational projects in relation to the national development plans. The General Secretary conceptualizes the needs, goals, programmes, budgeting and evaluation strategies on the basis of such advice and convenes meetings and prepares the Agenda for discussions and approval. Thus the Secretary plays the pivotal role in the administration of the A.E.A. He is advised by a Council of experts and he is responsible to the Board (which in turn is responsible to the A.G.M.) and not to the Ministry of Education, but it is assumed that the Board would tend to follow a policy in harmony with those of the Ministry of Education in order to retain its funding.

The bulk of the supervisory and publicity work of the A.E.A. is conducted through the voluntary efforts of key contact persons and Regional Government Offices. This arrangement keeps the costs of organization of publicity, mobilization of members and the supervisory framework to a negligible proportion. The contact persons receive no pay, but it is assumed that they obtain a certain status and feeling of importance in the community. They help to identify

educational needs and teaching resources in their respective communities. The A.E.A. has established branches at Corriverton, Manchester, New Amsterdam, Bartica and Wales. Through the central office in Georgetown and the branches it has organised classes for students. There are no branches and hence no classes in the Sugar Estates. Respondents in the Sugar Estates state that they have made representation to obtain classes without success. However, they do provide teaching resources to other communities. They feel that they have not been able to obtain classes for political reasons.

There are approximately 250 tutors who are paid each an honorarium of G.$100.00 per term. The tutors are distributed as follows : 170 in Georgetown ; 35 in the East Coast and 45 in Berbice. There are approximately 16,000 students heavily concentrated in academic subjects i.e. G.C.E. O levels and upgrading and extension of literacy. However, the A.E.A. does attempt to publicise new educational issues, such as New Mathematics, to P.T.A., Community Councils and Local Authorities. In addition, it persues a development education programme in such groups and communities.

6.4 Learning Problems and Specific Objectives

The popular demand has been for academic courses, though, according to the A.E.A. (Secretary's Report, July, 1976), the circumstances underlying the cooperative socialist drive require require technical, functional and development education. For example, the nationalization of the commanding heights of the economy and the drive towards a cooperative society in the circumstances of limited foreign exchange precipitated a ban on imports and the corresponding need for increased local production for exports. This meant that on the one hand the population had to learn new technical skills that would be functional in the use of local resources in the production process and on the other the population had to switch from an individualistic, competitive society, students learn in order to obtain certificates whereby they expect the government and firms to provide jobs. In the cooperative society teaching and learning should not only be for certification for a job but for the acquisition of skills for self-reliance and self-employment. In other words, students should not go to A.E.A. classes expecting to gain certificates in order to obtain jobs and to blame society if jobs were not forthcoming but to learn to improve themselves. As the Secretary's Report states :

> "Indeed, it is because of the cooperative approach and the system of self-help, the need for the full involvement of all our people in Nation-building, that A.E.A. made special provision for the grassroot. Those who could not be admitted in formal institutions for courses such as Refrigerating Servicing, and maintenance of heavy duty machinery because

they lacked the number of G.C.E. subjects required for entry, where accepted by A.E.A. and given para-professional training, which, while not making them technologists gave them expertise in trouble shooting, enough for them to make a contribution to the nation's plans to be the "bread basked" of the Caribbean".

The Secretary in an interview explained the development education aspect of the A.E.A. as the process of teaching civic awareness of social and economic issues by relating causes to effects and to solutions.

It would seem that the specific learning aims are as follows :

(i) To provide knowledge in academic subjects to satisfy the social demand for these subjects - which were not fully met by the formal school system (the academic aspect).

(ii) To provide knowledge and skills in the technical areas that are immediately functional in the production process, especially when the students lack the initial academic entry requirements for the formal certification system.

(iii) To build moral commitment to government programmes and policies for a cooperative society through a dialogue with the people.

6.5 Content

In the development education, the content deals with economic, political and social issues and includes examination of problems relating to water supply, food prices, family planning, marriage counselling, completion of tax return forms and sources of mortgages.

In the skill upgrading programme, the content includes such skilled areas as could be utilized by employees of such diverse firms and groups as Public Corporations, Radio Stations, Private Firms and the Trade Chain Congress Women's Auxiliary, Guyana National Service, Ministry of National Development, student nurses pupil teachers, insurance, church organizations, the Cooperative Institute and Political Groups.

In the academic programme, the content includes the typical G.C.E. ordinary level subjects (grade 11 academic level), especially English, Mathematics, Commerce, Accounting and the Sciences.

6.6 Methodology

The methodology seems to include the use of lectures, group discussions, diagramatic and pictorial displays in the teaching of the academic and skilled subjects.

However, in the development education aspect, the teaching strategy seems also to incorporate the use of both films and dialogue so as to generate empathy in the learners with government's policy. For example, the Secretary states that "the people prodded by opposition groups often ask why the high prices, so I show them the causes and I ask them if you were the Prime Minister what would you do ? Then again people often feel it is better in other countries - the grass is greener on the other side stuff - so we show films on how poor people live and the kind of suffering they encounter in other countries as they are exploited by capitalism : people also like to strike in the sugar belt for more wages so we let them tell us the things they like to eat that are imported and we say to them how could we import those unless you go back to work and produce more sugar to pay for the things you need."

6.7 Evaluation

Evaluation is done on an ad hoc basis. There is no empirical study of the effectiveness of the A.E.A.'s academic, skill or development programmes. The General Secretary and the Executive members state that since representatives of other agencies (formal educational institutions, public corporations and private industries) are members of the A.E.A.'s Executive, the A.E.A. is able to obtain a feedback of its performance. Members of the International Council for Adult Education, after a one-week stay in Guyana, observed :

> "From the topmost stratum of society to the grassroot level, there is an awareness of the Adult Education movement and its activities, and its salutary effect on the lives of so many... a whole revolution in political ideology had been peacefully accomplished mainly throughout Adult Education." (Secretary's Report, July 1976).

Visiting members from the USSR also observed (i) the close cooperation among the agencies involved and (ii) the direct learning of the activities on the economic and social development of the country.

While there appears to be an interlocking effort among the A.E.A.'s Board and Urban and Village localities, the A.E.A. does not appear to be as active in the sugar belt. For example, our observations and interviews with respondents suggest there is a thorough coordination of the activities of the A.E.A. with those made by the Community High Schools, Multilateral Schools, Critchlow Labour College, Ministry of Labour, Kuru-Kuru Cooperative College and Public Industrial Corporations which are all located in urban and semi-urban areas and villages (which consist of small independent farmers and cottage industries). Respondents in the sugar estates (which are state farms) claim that they are totally neglected

though they have the interest to learn and to organize resources. Since the government has banned the formation of private schools, unless the A.E.A. sets up classes in the sugar belt, sugar workers and their children who do not desire to remain in the sugar plantation will have fewer opportunities for alternative growth and development in the technical, skilled and academic occupations.

7. Bladen Hall Multilateral Secondary School

7.1 Location and General Goals of Bladen Hall Multilateral Secondary School

Bladen Hall Multilateral Secondary School was established in 1975 at Bladen Hall on the Coastland some 14 miles east of the capital city of Georgetown. It is surrounded on the one hand by the semi-commercialised township of Buxton and on the other by the more agricultural township of Nonpariel. Its non-formal aims in education are to meet :

(a) The technical needs of commerce, small industries and agriculture in a more practical way as compared with the academic orientation of the traditional high schools.

(b) The national need for self-sufficiency and self-reliance in production.

(c) The need to build national commitment to the ideals of self-sufficiency and self-reliance through social cooperation in the process of teaching and learning practical agriculture and commerce.

(d) The national need to develop positive attitudes in the young towards agriculture.

7.2 Budgetary Support

External funding of the school regarding initial capital expenditure was necessary. World Bank provided two million dollars for the building and equipment though local funding was available for furniture, teachers and other maintenance costs. The recurrent costs, however, apart from teachers salaries, are planned to be met by students' efficient management of Agricultural Home Economics and Technical Programmes.

It is expected that since government nationalized the Sugar Plantations and the Bauxite Industry, employment opportunities would exist in such state farms and industries for agricultural and technical graduates. Consequently, the government would be able to support the school and others of its kind.

7.3 Organizational Structure

There are 61 staff members organized into the following departments : Arts, Science, Technology, Agriculture, Business and Home Economics. Each department is coordinated by a Head and all the departments are in turn coordinated by a Principal with the aid of a Vice-Principal and a Senior Teacher. The school is centrally financed, coordinated and controlled by the Ministry of Education. Field Education Officers actually do the supervision of the Principal and teachers regarding the administration of and the teaching and learning in the school. A Parent-Teachers Association (PTA) exists to provide feedback and social support for the school. There is, however, no school Board, locally elected and hence no community control of the school.

The total students enrolment is 1,245 though it was built to accomodate 960 students. The students are organized into five grades or forms, starting from grade 7 (form 1) through to grade 11 (form 5).

The students age range is from age 11 plus in grade 7 to age 18 in grade 11. Admission into grade 7 is by the traditional selective 11 plus achievement test as for all secondary schools. Admission into grade 11 by the College of Preceptors Examination. Admissions at both levels are the same as for the traditional secondary schools. The students are admitted from the neighbouring primary and all-age schools.

In its method of staff selection and management, students selection and placement, the school is similar to the formal school system.

7.4 Learning Problems and Objectives

Students come from senior commercialised, rural and agricultural backgrounds but through the formal school system, they desire to move into the civil service, teaching and commercial occupations while rejecting agriculture. The main learning problem, therefore, of the non-formal school is how to teach the formal academic subjects and yet transmit a positive disposition towards agriculture.
We gathered from the Principal of Bladen Hall Multilateral Secondary Schools the following specific non-formal objectives :

(i) To provide knowledge and skills that could be directly used in economic production and natural development.

(ii) To promote the practical use of scientific knowledge and skills in farming and marketing management.

(iii) To promote participation and cooperation in the decision-making process in order to produce efficiently and for profit.

(iv) To promote participation in the reinvestment of profits.

(v) To promote the recovery of the economic costs of the above teaching and learning activities - the principle of self-reliance.

(vi) To promote students positive perception of agriculture as a desirable occupation because it has technical status and profitability.

The above objectives are considered to be radically different from those of the formal school system.

7.5 Content and Methodology

There is a general curriculum for grades 7 through 9. The specializations such as Agriculture, Technology, Business and Home Economics are included in the curriculum of grades 7, 8, 9 and indeed all students are required to do all courses, especially agriculture, in these grades. Students are streamed in grades 10 and 11 according to their abilities in the respective disciplines, Arts, Science, Technology, Agriculture, Business and Home Economics. There is some degree of consultation with parents and students regarding the teaching of students. However, record cards are kept of students' performance so that students who obtained high grades in physics, chemistry, biology and mathematics could specialize in these subjects in the fourth and fifth years, while students with low grades in these subjects must choose Agriculture, Home Economics and Business Studies. Agriculture is therefore still associated with low grades. Students, who according to their abilities, study any one of Business, Home Economics and Arts must also study the core subjects of English Language, Mathematics and History. Students who are considered capable of studying any one of Agriculture, Technology and Science must also study English Language, Mathematics and Geography.

The boy/girl ratios in Agriculture, Technology and Home Economics in the final year of specialization are as follows :

Subject	Percent of enrolment	
	Boys	Girls
Agriculture	60	40
Technology	90	10
Home Economics	0	100

Practical skills in agriculture are promoted by students planting and managing 85 acres rice and 5 acres vegetables. Sales of the products and the management of such sales practically promote the knowledge and skills required for self-sufficiency and self-reliance. The profits acquired help to pay for school costs. The Home Economics department, similarly, is managed by students to pay for itself. Students also participate in the spending of profits. For example students participated in the spending of $9,000.00 made in 1978 of 50 acres of rice.

Students in the Business and Technical areas are involved in a work study programme whereby six weeks of practical work are done in business firms and factories.

7.6 Evaluation

Evaluation of knowledge performance in the subject disciplines is done through continuous, term and annual tests. Students are also allowed in the final year to take the National Examination in Agriculture and English-based G.C.E. as well as the Caribbean-based CXC.

Feedback is also obtained from students, parents and business firms and State Farms which employ students. Parents, for example, give opinions as to whether students help to improve social and productive relationships in family life. Teachers visit students at their work places and obtain feedback as to their social and work relationships. Teachers are of the opinion that respectability for agriculture as a desirable occupation is developing among students and parents. For example, whereas students used to hide away from agriculture, they now turn out in full numbers and according to the opinion of teachers some students prefer agriculture to mathematics. Girs and boys work hand in hand in agriculture whereas in the specialization areas of Technology and Home Economics, boys tend to dominate Technology and girls, Home Economics. The Ministry of Education also supply evaluation forms to the principal who is required to assess the teachers on various dimensions of their work.

Overall a positive relationship is maintained with the community as the community is allowed to utilize the school equipment in its own agricultural endeavours. The Adult Educational Association also utilizes the facilities of the school in their running of classes in Welding, Art and Craft, Home Economics, etc. There is therefore a general high morale existing in the school and the community, concerning the work of the school.

8. Beterverwagting Community High School

8.1 General Goals

The school seeks to develop the general values of self-reliance and cooperation as determined by the political will of the government. It is also intended that the school should be oriented towards satisfying the needs of the community and should prepare students for life in the community.

8.2 Organizational Structure

The school was begun in 1973, and in 1979 had an enrolment of 720. It caters to the age group 11+ to 15+. It is organised into an academic department and vocational departments offering home economics, agricultural science and industrial arts.

8.3 Budgetary Support

The Ministry of Education supports the school with grants and supplies the initial equipment for starting the school. But in keeping with the value of self-reliance, the school is expected to be partly self-supporting through production by its vocational departments. The agricultural science department has been very successful in this respect. The headmaster's annual report for 1978-1979 pointed to a turnover in that department of $41,003.09 for that year and the generation of enough surplus to enable the school to give help to the agricultural programme of other schools.

8.4 Specific Objectives

In terms of skill development the school is preparing young people for self-employment or for further education. From this school the graduates can go either to the Government Technical Institute or to the Guyana Industrial Training Centre. Some go into teaching through the Technical Institute or through the Burnham Vocational Agricultural School while some are taken on in industries. The school emphasises success to build the morale of students. Each child, it is intended, should leave with a sense of success.

8.5 Content and Method

The academic programme offers English, Mathematics, Science, General Reasoning and Social Studies. All students are exposed to these subjects. The school has found though that remedial work is necessary for many students and so remedial teaching forms an important feature of the academic programme.

The Home Economics department prepares students in catering, child care, nutrition, needlecraft, cake decoration, and craft work. About 17 percent of the 1979 graduates specialised in Home Economics. The Agricultural department has five acres of land on which the students do vegetable farming. Small livestock rearing, mainly pigs and poultry, is also a part of this programme. Some 26 percent of the 1979 graduating class came from the agricultural department.

The Industrial Arts department offers a wide range of subjects. These include woodwork and joinery, metal work, welding, bricklaying, leathercraft, basic electricity, refrigeration, technical drawing, and genealogy. Students in this department develop their skills by doing practical work in the school. They have for example, constructed a broiler unit for the school farm, built and repaired desks, benches and other furniture, built gates, a small reservoir and feeding troughs for the animals, run electrical lines for workshops and the farm buildings. Most of the 1979 graduates, 57 percent, received their training in this department.

The school has organised a work-study programme as part of its development of skills and work discipline. But it is hampered in this by scarcity of employment opportunities. Placement may last from six weeks to seven months in the final year of school and covers somewhat more than half of the graduating group depending on openings available.

8.6 Community Links

This type of school is included in the institutions providing non-formal education not only because its emphasis is on vocational training but primarily because the programme is community-related unlike the traditional high schools. This school takes its relationship to the community quite seriously and has developed a high level of interaction with the community.

The needs of the community in terms of skills and development projects are surveyed by the Ministry of Education and passed on to the school. The students are then directed to the practical needs of the community and carry out projects as far as their level of skill will allow. For example, the Home Economics students do catering for seminars and village council meetings ; the students in agriculture supply the community with eggs, poultry meat and pork and provide breeding stock for other schools, while the industrial arts students make fences and gates and repair refrigerators and other household appliances. For these services the school gets paid.

The school is also a centre for the Adult Education Association. The Association sponsors evening classes at the school in industrial arts subjects, in English, Mathematics and Music when tutors are available.

8.7 Evaluation

The school practises continuous assessment along with annual examinations. Students take the secondary school proficiency examinations set by the Ministry of Education at the end of their four years in school. In the continuous assessment they are evaluated by teachers on the basis of their performace in subjects and on their attitudes and relationships.

While the school accepts as a major goal the development of cooperative behaviour it has not yet developed programmes especially in the academic areas that would help in achieving that goal. Some cooperation is encouraged in the vocational areas ; children, for example, are given animals to rear in groups, they work in small groups in leather craft and the work is assessed as that of the group. However, the students are still tested individually in the academic subjects.

The work-study programme is evaluated both by the teachers and employers. Teachers monitor the behaviour of students on the job while the employers report at the end of the work period on the performance and attitudes of the students.

9. Anna Regina Community High School

9.1 General Goals

This school shares the general goals of the cooperative socialist republic. It seeks to develop skills and attitudes relevant to cooperative work and living and to help to stimulate development in its community.

9.2 Specific Objectives

In addition to its general goals the school attempts specifically to teach commercial farming. It tries to show how to make farming profitable through scientific methods and proper record-keeping.

9.3 Budgetary Support

The school gets government funding for teaching the 1,066 students on roll, but much of the maintenance of plant and equipment comes from sales of crops produced by students on the school farm. The school earns on average $1,000 per year from vegetable sales and $3,000 per year from rice sales. It keeps control over these funds which it uses to maintain its tractor and poultry houses. The school owns a tractor and does not pay for land preparation, but it has to pay for seed paddy and harvesting.

9.4 Content and Methods

The school has six acres of land and thirty more have been promised. On these six acres it maintains rice farming, vegetable production and poultry. It is faced with drainage and irrigation problems but persists in its efforts to make the farming as profitable as possible, teaching through application of scientific techniques, farm management, marketing methods and record-keeping.

9.5 Community Links

The school develops links with the community not only through sales of its products but also through its adult education programme. Classes are held in the evenings preparing students for G.C.E. subjects, for crafts, industrial arts such as upholstering, and catering. The Adult Education Association cooperates with the school in this evening programme. Staff from the school teach in this programme and the G.C.E. classes are attended by students from the day programme. The class in technical drawing consists of 30 weeks of course work and began in 1979 with 80 students but only 35 graduates. Those who graduate are given a certificate which is recognised by the government for further training at the Government Technical Institute.

9.6 Evaluation

The achievement of the goals of cooperative behaviour is assessed only in an impressionistic way. So far the school is satisfied with the group activity of students. It is satisfied also with the teaching for commercial agriculture as measured by the returns on vegetable and rice sales. This, however, shows that the school is a viable commercial enterprise but does not necessarily indicate the acquisition of commercial skills on the part of individual students.

In the adult education evening classes the G.C.E. classes have proven to be quite effective for the students from the day programme. The high rate of drop-out of adults in the industrial arts courses is causing some concern. Part of the problems here lies in difficulties of transport ; some students have to travel for five miles or more to get to class in a situation where transport is poor or non-existent.

10. Worker Education Coordinating Centre : Ministry of Labour

10.1 Location

This Centre began life in January 1975 as the Worker Education Unit of the Ministry of Labour. It is housed in the Ministry of Labour but uses classrooms in the Critchlow Labour College and while it recognises a responsibility to workers all over the nation its activities for the time being are centred mainly in Georgetown. It was set up because it was recognised that the Critchlow Labour College and the Unions were not reaching many workers with their training.

10.2 Goals and Objectives

An important feature of the Cooperative Republic of Guyana is the thrust towards greater industrial democracy through worker participation in the management of industry. This requires not only new attitudes on the part of both labour and management but also new skills in management on the part of workers. The worker representatives on the governing board of industries need to be able to understand a balance sheet and be able to involve themselves intelligently in management meetings.

Industrial democracy requires also changed behaviour from the trade unions. Where in the past they adopted a confrontational attitude towards management, the more democratic work place now needs a move from a position of conflict to one of cooperation.

In addition, the continuing need for increased productivity makes it important in the context of the socialist society that the worker understands the relationship between the work that he is doing and the social and economic development of the wider society. He has further to understand the relationship between the different sections in society if he is to be an intelligent participant in the overall development of society, and as a socialist worker, he should understand socialist ideology and theory.

The Worker Education Coordinating Centre recognises though that the country is in a process of change which means that individual workers will be at different stages of development in terms of the attitudes and skills needed for a socialist industrial democracy. Many participants come to the Centre with their own objectives and expectations. This, the Centre realises, can and often does generate conflicting views, but it accepts this as a process through which the society must pass on the way to a wider democracy. Ultimately, it is hoped that workers and management will arrive through this process at a position of shared goals, improved rapport, a reduction of alienation among workers and increased productivity.

10.3 Budgetary Support

The government provides about $80,000 per year in the form of financing for the Centre. The trade unions give further support by paying for training that they request. The public corporations also help to meet some of the costs of running the Centre on request. Tutors in the programme are unpaid, part-time workers. They are drawn from the government service, from the University of Guyana, from industry, and in a few cases from international bodies such as the I.L.O. Workers receive paid leave from their employers to attend the courses thus reducing the responsibility of the Centre to provide financial support for its students.

10.4 Content and Method

The Centre acts as an educational broker putting on courses as requested by the trade unions and corporations and finding the teaching staff. Courses, accordingly, may change from time to time depending on demand and availability of staff. However, at the time when this investigation was done the following courses were being offered :

1. Worker participation in management : This consists of short seminars over two to three days designed to make workers aware of the objectives of their participation in management, to have them look at the structures and internal circumstances of their work place and to become acquainted with some of the basics of management such as the concepts of planning, organising, coordinating, the process of decision-making, problems of staffing, and the concept and process of accountability and authority. Students for this course are selected from the workers elected to worker participation committees.

2. Industrial Relations and Trade Unionism : Seminars are undertaken at the request of the unions. The unions also select the workers to attend these seminars. The participants are usually those in a leadership role in the unions such as shop stewards and branch officials. The course runs for one or two weeks and covers various aspects of industrial relations.

3. Management Training for Workers : This is a more intensive course than that in industrial relations and trade unionism. It lasts for three months and covers much of what is taken in the other courses and more. The syllabus includes industrial relations, social psychology, marketing, personal management, communications and socialist ideology. It is a full-time day programme, but is not residential. Workers who attend this course are selected jointly by management and the unions.

4. The Centre also runs a training programme for those who train workers, that is for trade union educators, for personal officers in the ministries of government, in the public corporations and in the University of Guyana. The course is run in modules, for example one module may deal with the use of audio-visual techniques. Each module lasts approximately one week of five full-time days.

The methods used in these courses consist generally of lecture discussions with audio-visual support. The teaching emphasis first what the participants know, then what they should know and finally what they can know.

The courses have certain common themes that are related to the economic realities of the society and the political aspirations of the government. In order to avoid raising expectations of workers unrealistically which could lead to unproductive strikes, the courses seek to point out the relationship of wages to the price structure and to productivity. Comparative studies are also done in which workers examine prices in other West Indian territories in order to have them understand the need to accept certain economic constraints. Further to this, the courses also help the participants to examine the relationship between wage demands and inflation and that between international forces and price inflation.

In order to minimise conflicts over wage rates, the courses are also directed to showing the workers the reasons why wage differentials exist even in socialist societies, why, for example, specialised skills attract higher rates of pay and why workers in service industries generally earn less than workers in productive industries like sugar and bauxite. On the other hand, workers in the productive nationalised industries like bauxite are shown the way in which their wages serve as reference points for other sectors and the inflationary effect demands on their part for higher wages could have on the entire economy. The courses serve to help them to see themselves as an integral part of the society and the need to build up the less well paid sectors.

10.5 Evaluation

Evaluative methods are the weak point of the programme. The effectiveness of the courses is judged impressionistically in terms of how workers seem to behave on the job when they return from the courses. It is recognised, though, that evaluation needs to be done in terms of the perception that supervisors, foremen and managers have of the behaviour and performance of those workers who have participated in the courses.

11. Agricultural Extension Services

11.1 Location, Goals and Objectives

The Agricultural Extension Services are run by the Extension and Education Division of the Ministry of Agriculture. The services are located in 12 districts, six along the coast and six in the interior.

The services are designed (i) as mobilising instruments to allow more farmers to be contacted in a short time (ii) as motivating agents to encourage farmers to reach production targets and to be willing to adopt new methods and (iii) as educational agencies to teach farmers new techniques and upgrade the Ministry's own field staff.

11.2 Budgetary Support

These services are fully supported by the government through the Ministry of Agriculture. These costs can be quite substantial as both farmers who attend seminars at training centres and staff have to be paid for travel and subsistence. Staff are paid about $60.00 dailing for training. In the first six months of 1978 the government disbursed $16,875.00 to farmers in agricultural production and training groups in eight districts. In addition, the government has to meet the costs of accomodation of its field staff in the districts. In 1978 the cost of furnishing and repairs of field staff housing came to $114,500.00.

11.3 Organizational Structure

Each district is headed by an agricultural extension officer, twelve in all, and each officer has an average four field assistants to help him; there were 46 such field assistants in 1978.

There is also an Agricultural Communication Office within the Extension Services which is responsible overall for radio broadcasts to farmers and the production and distribution of farming circulars and booklets.

11.4 Content and Method

Farmers are placed in groups, not so much for cooperative activity as for training convenience and general association. There were 153 such groups in 1978 in nine districts.

The officers use a variety of methods to get their message on new techniques across. Posters and audio-visual equipment are used but not to great extent because of high costs, but other methods are used more frequently. These include interviews with farmers to learn their problems, farm visits to observe farmers' techniques, lecture-demonstrations to show skills, result-demonstrations which invclve teking farmers to see a successful activity by one of their colleagues, group discussions, newspaper stories, and radio broadcasts.

The Agricultural Communication Office produced in 1978 three radio programmes. One, Farming World, was a twice weekly broadcast running through the year. The other was a six-month series of 26 programmes sponsored and funded by the Ministry of Agriculture for the first three months and for the second three months by two firms, Diamond Liquors Ltd. and Guyana Distilleries Ltd. The third was new weekly programme, "Feedbac", sponsored by the Guyana National Telephone Company.

The Communication Office also produced and distributed some 11,215 booklets on 33 farming topics in 1978.

The Extension Service also provides in-service training for its own field staff in methodology, and farming techniques. This training takes place once or twice per year for a week. Seminars are conducted by the agricultural officer and the technical staff who give demonstrations and advice on problems in the field.

11.5 Evaluation

The Extension Services have not developed as yet a systematic form of evaluation. Farmers are observed after training but only in a general way. The services are faced with the problem of transport, the huge size of the country and a relatively thinly dispersed farming population in carrying out their educational and evaluative activities.

The Extension Services are designed to help farmers achieve production targets that are set by the Ministry. In 1978 of 41 crops that were targetted for increase in acreage in only 10 cases were the targets met or exceeded. This may be used as a measure of the effectiveness of the Services but against this have to be placed other inputs into the production process such as availability of tools, seeds and fertilizer, and transport problems. In addition, it was pointed out that in many cases targets were set unrealistically high and the field officers who were most familiar with the situation had no share in setting the targets.

12. Linden Training Schemes

The Linden Training Schemes are organised and conducted by the bauxite company, GUYBAU, and are located in the town of Linden. They consist of two programmes, an apprenticeship training scheme, and a non-formal educational programme for adults.

(a) The Apprenticeship Training Scheme

12.1 Goals and Objectives

This scheme is designed to improve the technical skills of young people who have just left school. The work is geared towards providing specific skills for industry, but the skill needs are not just those desired by the bauxite company ; few of the graduates of this programme eventually work in the bauxite industry.

12.2 Organizational Structure

This scheme takes in about 80 students each year into a five-year training programme; there are some 400 apprentices altogether in the scheme. Most enter at age 16 ; there is no rigorous pre-requisite for entry.

12.3 Budgetary Support

The bauxite company supports the scheme fully. It spends about $1.3 million per year on both this scheme and the non-formal adult education programme of which about $500,000 are expended on this scheme. The company also provides the staff for running and teaching in the scheme.

12.4 Content and Method

The scheme offers training in electrical installation, automotive mechanics, welding, commerce and business. The students attend full time classes in the first year of the five-year programme. They attend classes for three hours per day in the second and third years. The last two years are spent in full time practical work under supervision.

Certification is given equivalent to the City and Builds certificates but most students leave the programme between the third and fifth years.

(b) The Non-Formal Adult Education Programme

12.5 Goals and Objectives

The programme has two major goals which can be categorised as a management goal and a political goal. The management goal is designed to train older employees of the bauxite company to understand the theory behind their work and to help them to relate well to younger and better trained workers.

The need for a political educational component to the programme grew out of the strike and industrial unrest of 1975 which cost the country considerable loss of foreign exchange. The political goal of the programme is to have the participants recognise the links between industry and the wider society, to understand the relationship between wages and productivity and why wages cannot be raised indefinitely, and to see the problems with materials that have to be imported.

12.6 Budgetary Support

The programme is fully supported by the company which spends about $800,000 per year for management training and orientation and provides staffing for the programme.

12.7 Content and Methods

This programme is for adults 18 years old and over. It is also confined to employees of the company unlike the apprenticeship scheme. The programme consists of short courses providing general orientations to the company, basic training in management, and political education. About 200 employees participate each year in this training programme.

12.8 Evaluation

There is no formal evaluation of the two programmes, but in the case of the Apprenticeship Scheme, the demand for entry to the programme and the certificates gained by apprentices are taken as evidence that the programme is effective in terms of the objectives. The fact that most students drop out of the Scheme before completing the full five years is not held to be a severe failure because it is felt that the apprentices stay long enough to acquire a useful skill.

The Adult Programme is not seen to be very successful in its political goals ; this is a relatively new aspect of the Programme and both its content and methods are still being developed and tested. There is a greater feeling of satisfaction with the

management aspect ; better working relationships are discernible in the company and these are attributed in large measure to the course.

13. Linden Evening Institute

13.1 Location, Goals and Objectives

The Linden Evening Institute is another of the non-formal educational institutions in the town of Linden that hase some association with the bauxite company. It uses for its evening classes the same building used by the town's Mackenzie High School during the day.

The Evening Institute was set up to upgrade technical skills of young people in the community and to help employees and prospective employees of the bauxite company to become more technically sound.

13.2 Budgetary Support

The bauxite company regards the science and craft courses offered by the Institute to be important enough to warrant subsidising the cost of the institution. The support of the company is not sufficient, however, to cover costs. Students have to pay fees of $5.00 monthly for registration per subject, and there has to be a minimum number of 15 students registered for a subject before it is considered economically viable. Tutors are paid $7.50 per hour ; they are drawn largely from the high school and from the bauxite company.

13.3 Organizational Structure

The Institute is managed by a five-member board with a manager in the company as chairman. The other board members are mainly, but not necessarily, drawn from the company.

The day to day operations of the Institute are carried out by a Night School Administrator with the help of a secretary and tutors. The headmaster of Kara Kara primary school was serving as Night School Administrator at the time when this study was done. There were then about 1,000 students enrolled in the Institute.

13.4 Content and Method

Courses in the Institute are offered Monday to Thursday from 5.00 pm to 10.00 pm. All academic subjects normally offered in a high school are taught as long as tutors are available and the class meets the minimum size of 15. Normally there are some 12 academic tutors. The science tutors are allowed to use the high school laboratories but they and their students have to supply their own instructional materials.

The Institute also offers a Preliminary Craft Course. There is a mechanical aptitude test for entry to this course and students have to be below 16 years of age for entry. This course offers training in mathematics, English, technical drawing and social studies. From this course students can do the City and Guilds examinations or they can enter the company's Trade Institute. This Craft Course is basically a one-year course and is served by six tutors.

13.5 Evaluation

It was originally intended that the Evening Institute should be a technical school for upgrading technical skills, but except for the Craft Course it is predominantly an academic institution preparing students for the G.C.E. examinations. This activity is useful especially in the sciences but the Institute has departed from its original intent.

Neither is it as successful as it could be in the Craft Course. About 70 percent of the students who enter the Trade Institute from the Preliminary Craft Course fail to stay in the course.

14. Banks DIH

14.1 Location and General Goals of Banks DIH

Banks DIH is a private enterprise, located in Georgetown. It is mainly involved in the brewing of beers, distilling of rum and the bottling of Pepsi Cola. Its purpose is to conduct these activities at a profit. Hence non-formal education courses are on the job training sessions designed to sensitise : (a) workers to the need to be productive (b) supervisors to the need to create the right kind of atmosphere for workers to be productive (c) top management to the need to respond positively to the government's policy for workers' participation in management.

14.2 Budgeting Support

Budgetary support comes from the company itself and it costs the company $100,000 annually for non-formal courses, internally conducted.

14.3 Organization and Structure

A Personnel Officer in charge of training organizes and coordinates the training sessions for management, supervisors and workers. The Personnel Officer for training (a) selects capable supervisors from within the company to run induction courses for workers ; (b) employs tutors from the extra-mural departments of the University of Guyana, Critchlow Labour College and similar agencies to conduct orientation courses on social policies for management and supervisors ; (c) selects skilled personnel from within the industry to run induction courses on customer relations and junior secretarial development courses.

The company employs over 800 workers and has a managerial staff (including supervisors) of 100-120 members. It is intended to give every manager and supervisor an orientation course every three years. However it is thought not possible or advisable to give every worker such a course. The reason suggested is that managers need to know of the problems of workers down the ladder. Workers, however, are not considered in need of understanding the problems of management.

The induction course for new workers lasts for 2 morning half days ; the course for appointees to supervisory positions lasts 8 morning half days and is split into 2 weeks ; the course for managers and directors lasts for 3-6 morning half days.

14.4 Learning Problems and Specific Objectives

The Company has to operate within government's parameters of worker participation and egalitarianism. The main problem then is to get top management to accept and practice such ideas. In keeping with the egalitarian goal the company has established a Worker-Management Participation Board of 8 workers and 8 managers. In addition, a representative of the workers sit on the Company Board as a Director. Nevertheless, managers tend to feel threatened by such workers having access to confidential information, so managers have to be educated in the need for communication, while workers have to be educated in how to function as managers on such a committee. Workers have to learn the skills of industrial relations and of interpretation of Balance sheets.

Specifically, managers have to learn how to motivate and lead workers and how to deal with grievances and to counsel workers in the interest of increasing productivity. Likewise, workers have to learn how to cooperate with supervisors and managers and to increase their technical skills in the interest of increasing productivity.

14.5 Content and Methods

The content of the course consists of such issues as leadership styles, communication and worker participation in the building of the morale of workers. Tutors make use of films in addition to lectures, discussions and case studies.

14.6 Evaluation

The personnel officer makes informal visits to managers to obtain a feedback on the usefulness of the courses. Managers say the courses are useful as guaged by the subsequent application of supervisors and workers. Further, industrial relations problems are minimised as Banks DIH has fewer strikes than other industries.

15. Guyana Sugar Corporation (GUYSUCO)

15.1 Location and General Goals of Guyana Sugar Corporation Non-Formal Schooling

Guysuco is the national managerial directorate of all the sugar plantations nationalized by the government. It is located in Georgetown. Its non-formal education programme offers mainly two kinds of courses, a supervisors induction programme which is administered by Guysuco's Central office in Georgetown, and a workers induction programme administered locally by each sugar plantation. The general goals of both programmes are to provide :

(a) A better understanding of the economic output of the industry as it relates to national development.

(b) A better understanding of the role of cooperative efforts in the industry and in national development.

15.2 Budgetary support

Budgetary support is generated from within Guysuco itself. Generally speaking workers and supervisors are paid a perdiem allowance while attending the course.

15.3 Organizational Structure and Specific Objectives

Courses organized by Guysuco in Georgetown are mainly designed for supervisors. The tutors are employed from within the industry itself. Courses are held two to three times per year. Two supervisors from each sugar estate are selected on the basis of recommendations from their immediate subordinates. Generally, a class varies between 30 and 40 students. Courses last from two days to a week.

The main learning problem is to get supervisors to pass on the decisions of management to workers and to supervise workers in such a manner as to facilitate the cooperation of workers with management. Further, where supervisors do exercise discretionary power, they should do so in a manner which appears just and fair both to workers and management. The specific learning objectives seem to be the transmission of :

(i) Knowledge of leadership styles and skills in communication.

(ii) Principles of justice in relation to application of rules.

(iii) Principles of delegation of authority and supervision.

(iv) Strategies in how to obtain the cooperation of workers.

(v) Strategies in how to involve workers in decision-making and how to evaluate feedback from workers.

15.4 Content and Methodology

The content and methodology consist of :

(a) Lectures and discussions ; (b) readings and discussions on leadership and communication ; (c) cases of field experiences and other situational analyses as stemming from the supervisors experiences in the field.

The leadership course according to supervisors who attended the course teaches the supervisor that he must know (i) himself and be able to prove himself regarding his knowledge of the job ; (ii) how to assess capability of workers and how to assign tasks to them ; (iii) how to give fair instructions and how not to change instructions from day to day ; (iv) how to listen to his own superior and see to it that his foreman, similarly, carry out his instructions ; (v) how to listen to views of his foremen and workers so as to get maximum cooperation ; (vi) how, even when as

a leader he makes the decisions, to give workers a sense of participation so as to win them over to do maximum work ; (vii) how, where a gang or group is working for wages as a group, to evaluate the work on the basis of the group and not the individual.

The communication course teaches :

(a) How to take orders from superiors and how to give them to subordinates ; how to make sure of clarity of instructions.

(b) How to ask questions in case of disagreement with orders by giving reasons.

(c) How to get feedback.

There is no formal evaluation of the supervisors' course but informally, supervisors agree that the course is necessary and helpful and that they are able to improve their human relations with workers as a result of the course.

Courses organized by Guysuco at the local Sugar Estate level are designed mainly for workers. There are often about 40-50 workers at a time and tutors are drawn mainly from outside of the estate. The courses are organized whenever the workers seem to be giving problems to supervisors, foremen and to management in general. The courses last for a day at a time. The supervisors select the workers and send them to the course.

The main learning seems to be how to get workers to understand that the problems of the sugar estate are also those of the workers and that a breakdown in the functioning of the estate affects workers livelihood. Consequently the workers must cooperate with the foremen and supervisors who are giving instructions from management that would benefit all the people. The main learning objective seems to be to encourage workers to feel that they belong to the industry because they are now the "owners", therefore, they must cooperate with management.

The courses deal mainly with problems of communication. Tutors give principles of communication and workers talk about their problems that are currently bothering them. The tutors, according to workers, try to let workers see the need for cooperation on the job.

15.5 Evaluation

In an evaluation of such courses, supervisors feel that the workers tend to benefit as their cooperation with supervisors tends to improve. Supervisors also report that the workers who attend tend subsequently to explain the problems to other workers and this tends to release the pressure on foremen and supervisors.

16. Guyana National Engineering Corporation Ltd. (GUYNEC)

16.1 Location and General Goals

The Guyana National Engineering Corporation Ltd. (Guynec) is located in Georgetown. Its general training policy formulated by the Personal Department is designed to increase productivity through the promotion of :(a) training in relation to job effectiveness ; (b) technical skills of management and workers ; (c) managerial skills of supervisors specially in the area of interpersonal management ; (d) participative skills of both supervisors and workers in the decision-making processes ; (e) the educational role of line management in relation to workers ; (f) training for customers and their workers in relation to the corporation's needs ; (g) education in the general environment in relation to the corporation's needs.

As the Training Policy document (1976) states :

> "... training aims at providing knowledge, skills and attitudes needed for jobs at all levels to be undertaken effectively. It also assists in the development of the individual and to help him reach the limits of his potential to make decisions, use his imagination and understand the implications and significance of the part of a whole strategy designed to achieve the goals of the organization. It provides for the growth of the worker from the time of his recruitment to the time of his retirement."

16.2 Budgeting Support

This is limited to $120,000.00 annually and is provided by the Guyana Tractors Division.

16.3 Organization, Structure and Target Population

The Personal Management is responsible for the overall management of educational programmes. He monitors the programmes through a Manpower Development Officer (who coordinates the secretarial help) and four technical training officers (who coordinate the efforts of instructors in the development and transmission of programmes. Guynec has three Divisions - Trading, Tractor and Motor - and each has its own training officer. Each division sets its own objectives to meet its own divisional needs and through workers and management may attend seminars together as a group, objectives are generally set by managers and supervisors.

Guyana Tractors Division seems to be the most training-oriented of the divisions as it has an ongoing training scheme for everyone in the division. On an annual basis, over 1500 participants are exposed to training on the two-day courses. Normally, there are 15-30 participants, annually per division, for courses of longer duration.

Participants are identified according to need and occupational level, for example, telephone operators' need for communication skill or supervisors ' need for interpersonal and supervisory skills. Supervisory staff of each department meets with Industrial Relation and Training Officers on a weekly basis to discuss problems arising out of collective bargaining agreements, Company policy or work related issues. Each problem is analysed to determine if it is due to a lack of either technical or interpersonal skills or both and a module of instruction is mounted accordingly.

16.4 Learning Problems and Specific Objectives

The Corporation's rationale for its training policy is that if appropriate lectures, discussion techniques, audio-visual devices and planned practical demonstrations are utilized in the teaching-learning process, then the Corporation could on a continuous basis change the attitudes, technical skills and behaviour of supervisors and workers as to promote their commitment, efficiency and satisfaction. Attitudes, skills and behaviour of supervisors and workers have to be changed for the following reasons : (a) Costs of machinery and capital are rising continuously and hence supervisors and workers have to be fitted with new techniques so as to increase their productivity ; (b) Supervisors have been promoted as a result of their efficiency in use of their specific skills but in their new supervisory posts they are required to achieve objectives through the coordination of the technical skills of several persons. They, therefore, require knowledge and skills for interpersonal management; (c) Guynec is operating within the framework of a socialist state and supervisors and workers' commitment to work under the conditions set up by the state have to be obtained through participation in decision-making and such skills have to be taught ; (d) The incentive scheme requires the payment of productivity bonuses according to socialist criteria, i.e. supervisors and workers participation in community projects, their maintenance of buildings and equipment, their record of attendance/absenteeism, and these skills and attitudes have to be taught.

The specific learning objectives are the promotion of :

(i) Leadership skills in interpersonal management for senior managers and supervisors so as to enable them to develop workers' commitment, job satisfaction and efficiency.

(ii) Leadership skills in job analysis in senior managers and supervisors so as to enable them to plan appropriately and to analyse and interpret for planning purposes such records as labour turnover, absenteeism, worker appraisals, workers' grievances, workers' suggestions.

(iii) Technical/professional skills for supervisors and workers.

(iv) Acceptance by supervisors and workers of such policies as job rotation, new developments in health and welfare, safety and security.

(v) Commitment by supervisors and workers to increase productivity and to improve attendance under the conditions set by the Corporation.

16.5 Content and Methodology

The content and activities include the consideration of :

(i) Such issues as leadership styles, communication and coordination, delegation of work, incentive systems (as wage structure, status recognition, fair treatment, acceptance of suggestions, etc.) in order to promote interpersonal management skills.

(ii) Such issues in the records and statistics of the Corporation as are related to job analysis such as :
(a) manpower planning and forecasts versus actual needs ;
(b) recruitment policies versus actual practices ;
(c) workers appraisal, absenteeism, workers turnover, etc., in relation to training schemes and to morale of workers.

(iii) The syllabuses of such technical discipline as auto-mechanics, welding, etc., in a two-year programme of training (50% classroom and 50% practical) to improve technical skills of apprentices.

(iv) Workers role, perceived and actual, in Workers Councils, where workers participate in decision-making at departmental levels.

(v) Budgeting strategies for workers participation in management.

(vi) The speeches, etc., made by politicians in order for workers to learn of the overall development policy on the government.

The training officers utilize lectures, discussion groups, audio-visual techniques and case studies in classroom setting. They also invite key government personnel to address workers on commitment to national goals in relation to government development policies. Workers are also sent on short courses to other training institutions such as the Critchlow Labour College. In addition such informal training devices as job rotation, counselling, committee membership, guided reading, attachments to other organizations, etc., are also utilized.

16.6 Evaluation

There does not appear to be any systematic evaluation of the training programmes. Members of the personal management team feel that from feedback obtained from invormal evalutation sessions with workers the training sessions on workers participation in the development of and commitment to the corporations and national goals are not very effective. This is because workers are more interested in actual monetary incentives rather than on participation as a basis for commitment to goals. The technical and skill programmes are very effective as apprentices could see opportunities for promotion. The managerial and supervisory courses also appear to be well received as managers and supervisors could see their influence and control over workers being increased by such techniques.

17. General Conclusions

It is apparent from the goals and operations of these organizations that the social will of the government is strong. It pervades both government and private corporations, such Banks DIH, in addition to the other organizations like the A.E.A. and the community high schools.

The social goals are understood by organizers of the various courses and the specific objectives, content and methodology tend to reflect that understanding.

17.2 Budgeting support for most non-formal programmes seems to be weak. Available funds do not seem to be enough to support the strong commitment of the organizations to social goals. It could happen, though, that non-formal education could so improve skills and commitments that great wealth will be generated in the economy which in turn will allow greater budgetary allocations to the organizations conducting such educational activities.

17.3 The major weakness in the programmes lies in the absence of objective evaluation instruments. More decisive judgement on the effectiveness of these organizations awaits more formal, objective evaluation methods. However, the opinions of respondents suggest that the organizations are satisfied with their efforts in relation to the very scarce resources at their command.

For its relatively small population of under million Guyana provides a fairly impressive display in terms of the number of non-formal educational organizations at work. Their distribution is, however, not as satisfactory as could be desired. The capital Georgetown and larger townships are quite well served with non-formal education programmes but some parts of the rural areas, particularly the sugar districts, enjoy little in the way of such services.

Aside from that deficiency in distribution of services, non-formal education in Guyana is also well differentiated in terms of skill offerings and occupational groups served. Almost everyone from unskilled to professionals, employed and unemployed, housewives to managers of state corporations can find a programme to satisfy a personal interest for self-improvement or to upgrade social technical or managerial skills.

This report by no means exhausts the number of agencies and institutions providing non-formal education in Guyana. Time limits and other constraints did not allow examination of other organizations such as the Y.W.C.A. with its May Rodriques Early School Leavers Centre for Girs, the Sophia Centre started in 1975 for youth from unstable home backgrounds, and the Guyana National Service which aims to improve literacy in specific skill areas and prepare youth for starting new settlements in the hinterlands. More information on these organizations can be found in the report of the commonwealth conference on Non-Formal Education for Development held in New Delhi, January 22-February 2, 1979. This report, however, has chosen to emphasize the role of the productive industries such as Banks DIH and GUYNEC in non-formal education alongside the part played by the more usual service organizations such as the A.E.A. and the Extra-Mural Department, and, unlike other reports, this has attempted to examine the content and methodology of the educational agencies in reference to social goals of the country.

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A. Persons Interviewed

Mr. Compton Bourne, Tutor, Linden Evening Institute

Mr. Kenneth Denny, Senior Labour Officer, Worker Education Unit, Ministry of Labour

Mr. Chatterpaul Dyal, Personnel Manager, GUYNEC

Mr. James Fraser, Deputy Principal, Kuru-Kuru Cooperative College

Mr. Isaac Jagtoo, Deputy Personnel Officer, GUYBAU

Mr. Ovid John, Vice Principal, Bladen Hall Multilateral School

Dr. P. Matadyal, Agricultural Extension Services, Ministry of Agriculture

Mrs. J. Mingo, Principal, Beterverwagting Community High School

Mr. Durga Prasaud, Field Supervisor, GUYSUCO

Mr. N.L. Profitt, Secretary, Adult Education Association

Mr. George Rutherford, Senior Personnel Officer, GUYBAU

Mr. T. Anson Sancho, Principal, Critchlow Labour College

Mr. Krishna Singh, Banks DIH

Mr. Sidnauth Singh, Principal, Annandale Secondary School

Mr. Samuel Small, Coordinator, Department of Extra-Mural Studies, University of Guyana

Interviews with the above-named persons took place in the week of January 1 - 8, 1980, at various locations in Georgetown, Linden and the East Coast, Demerara.

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